

## **EMERGENCY SUPPORT FUNCTION 6 MASS CARE**

**PRIMARY AGENCY:** Washington State Military Department  
Emergency Management Division

**SUPPORT AGENCIES:** Washington State Department of General Administration  
Washington Volunteer Organizations Active In Disasters  
American Red Cross  
Private Sector Volunteer Organizations

### **I. INTRODUCTION**

#### **A. Purpose**

The purpose of this Emergency Support Function (ESF) is to coordinate efforts to provide sheltering, feeding, and emergency first aid following an emergency or disaster requiring response assistance, to operate a Disaster Welfare Information (DWI) system to collect, receive, and report information about the status of victims and assist with family reunification within the affected area, and to coordinate bulk distribution of emergency relief supplies vital to the delivery of services, to victims following the event.

#### **B. Scope**

1. Initial response activities will focus on meeting urgent needs of victims on a mass care basis. Recovery assistance, such as temporary housing, and loans and grants for individuals under the traditional disaster assistance programs of the Federal Emergency Management Agency (FEMA) and other federal agencies' initial recovery efforts, may commence as response activities are taking place. Likewise, the provision of the customary American Red Cross (ARC) disaster services of Emergency Assistance and Additional Assistance will be considered based on the needs of the victims, the situation, and available resources. As recovery activities are introduced, close coordination will be required between those federal agencies responsible for recovery activities, and voluntary agencies providing recovery assistance, including the ARC.
2. The (ARC) independently provides mass care to disaster victims as part of a broad program of disaster relief, as outlined in charter provisions enacted by the United States Congress, Act of January 5, 1905, and the Disaster Relief Act of 1974 (P.L. 93-288, as amended by the Stafford Act of 2000).
3. The ARC also assumes primary agency responsibility under the Federal Response Plan (FRP) to coordinate federal response assistance to the mass care response of state and local jurisdictions, and the efforts of other voluntary agencies, including ARC relief operations.

4. Mass Care includes:

a. Shelter

The provision of emergency shelter for victims includes the use of designated shelter sites in existing structures, creation of temporary facilities such as tent cities, or the temporary construction of shelters, and use of similar facilities outside the affected area, should evacuation be necessary.

b. Feeding

The provision for feeding victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk food distribution. Such operations will be based on sound nutritional standards and will include provisions for meeting dietary requirements of victims with special dietary needs.

c. Emergency First Aid

Emergency first aid services will be provided to victims and workers at mass care facilities and at designated sites within the affected area. This emergency first aid service will be supplemental to emergency health and medical services established to meet the needs of the victims.

d. Disaster Welfare Information

Disaster Welfare Information (DWI) regarding individuals residing within the affected area will be collected and provided to immediate family members outside the area through a DWI System. DWI will also be provided to aid in reunification of family members within the area who were separated at the time of the event.

e. Bulk Distribution of Emergency Relief Items

Sites will be established within the affected area for distribution of emergency relief items. The bulk distribution of these relief items will be determined by the requirement to meet urgent needs of victims for essential items.

## II. POLICIES

- A. ESF 6 will be implemented upon the appropriate request for assistance following an event.
- B. Appropriate federal, state, and local jurisdiction, voluntary agency, and private sector resources will be used as available.

- C. Services will be provided without regard to economic status or racial, religious, political, ethnic, or other affiliation.
- D. DWI, consisting of those persons identified on shelter lists, National Disaster Medical System (NDMS) casualty lists, and any further information made available by the state Emergency Operation Center (EOC), local jurisdiction EOCs, and hospitals, but not limited to these sources, will be collected and made available to immediate family members within or outside the affected areas.
- E. An initial moratorium, not to exceed 48 hours, may be issued to allow activation of the DWI System and determination of the affected area.
- F. Information about those injured and remaining within the affected area will be limited to that provided by local medical care units to the DWI System.
- G. Information on casualties evacuated from the affected area to other medical facilities will be restricted to that provided by the National Disaster Medical System (NDMS) tracking capability. The listing of event related deaths will be limited to officially confirmed fatalities.
- H. Federal communications support agencies identified in federal ESF 2 - Communications will be tasked with transmitting information to the DWI Center. In no instance will fatality lists be transmitted via amateur radio or the ARC 47.42 MHZ system.
- I. The DWI operation will be discontinued as soon as practical.

## **II. SITUATION**

### **A. Emergency/Disaster Conditions and Hazards**

1. The magnitude of damage to structures and lifelines could rapidly overwhelm the capacity of state and local jurisdictions to assess the event and respond effectively to basic and emergency human needs. Damage to roads, airports, communications systems, etc. could hamper emergency response efforts. The movement of emergency supplies could be seriously impeded. Many professional emergency workers and others who normally would help during an event could be dead, injured, involved with family problems resulting from the situation, or unable to reach their assigned posts. State and local jurisdiction emergency facilities could be severely damaged or inaccessible.
2. Thousands of victims could be forced from their homes, depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. There will be large numbers of dead and injured. Thousands of family members may be separated immediately following a sudden-impact event, such as children in school and parents at work. Large numbers of transients, such as tourists, students, and foreign visitors, may be involved.

**B. Planning Assumptions**

1. Planning for ESF 6 is based on a worst-case scenario in which an event occurs without warning at a time of day that will produce maximum casualties, but also considers other events which could cause large numbers of casualties and result in widespread damage necessitating the temporary relocation of victims.
2. The nature and extent of the event requires a planned, immediate, and automatic response from Washington State Red Cross Chapters and cooperating private sector and volunteer organizations.
3. The ARC and volunteer organizations in the affected area will immediately provide feeding, shelter, and emergency first aid services, if possible. These organizations will plan to provide these services without external support for at least the first three days, or however long resources dictate, following the onset of the event. An independent ARC relief operation will be established to support this response. If this overwhelms ARC state capabilities, national ARC resources will be requested.
4. A formal ESF 6 organizational structure will be in place for supporting the efforts of other voluntary agencies and government agencies to provide feeding, shelter, emergency first aid stations, bulk distribution centers, and providing for DWI in the event area within 48 hours after activation of the state EOC.
5. Sheltering and feeding activities may be required to accommodate up to 300,000 victims for at least 30 days after the onset of the event.
6. The DWI System should be capable of responding to one million disaster welfare inquiries, from around the world, within 30 days of the onset. These inquiries will relate to persons who are residents of the affected area, as well as transients such as foreign and domestic tourists, business travelers, students and their immediate families, etc. In addition, the system must provide information needed to reunite family members separated at the time of the event.
7. Surviving telephone service into and within the event area will be either inadequate or prioritized to emergency uses to the extent that it will be unable to handle disaster welfare inquiries.
8. Some victims will go to mass shelters, others will find shelter with friends and relatives, and many victims will remain with or near their damaged homes.
9. The magnitude of the event will require the operation of large long-term shelters.
10. The massive relocation of victims will limit or prevent routine mail delivery.

11. The names of many of the injured that are treated and released will continue to appear on casualty lists.
12. Many of the more seriously injured will be transported to hospitals outside the event area, some of them hundreds of miles away.
13. Some medical facilities will be so over taxed that accurate record keeping on treated, released, hospitalized, and transferred individuals will be impossible.
14. The restoration of communication systems, disrupted by damages and overloads, may take weeks.
15. Mass care shelter facilities will receive priority consideration for structural inspections to ensure safety of occupants.
16. Mass care operations and logistical support requirements will be given high priority by state support agencies.
17. Large numbers of spontaneous volunteers in the affected area and around the country will require a planned recruitment strategy and operational training effort.
18. EMD will coordinate ESF 6 planning activities to ensure an *appropriate* immediate and automatic response.

#### IV. CONCEPT OF OPERATIONS

##### A. General

1. EMD has been designated the primary agency responsible for managing the activities of ESF 6. Federal agencies have been designated to support the ESF 6 mission. Resources from the private sector will also be applied to the response and recovery effort.
2. EMD will work directly with local jurisdiction counterparts to provide the needed support, as identified. Requests for assistance will be initiated by the requesting jurisdiction and forwarded to the state EOC. Assistance will be provided from EMD directly to an affected local jurisdiction.
3. Direction for support of ESF 6 will originate from the state EOC. The state EOC is responsible for notifying support agencies that an event has occurred that requires staffing the EOC.
4. The national ESF 6 will consider and respond to requests for mass care related resources needed by the Disaster Field Office (DFO), and anticipate additional resource requirements.

5. Support agencies will be notified and expected to provide 24-hour representation, as necessary. Support agency representatives will have sufficient knowledge of the capabilities and resources of their agencies, with appropriate authorities to commit resources to the response and recovery effort.
6. Upon notification of the staffing of the EOC or of ESF 6, EMD will inform ESF 6 support agencies and Washington Volunteer Organizations Active in Disasters (WAVOAD) member agencies of the activation, and share information about what has occurred and initial response actions.
7. ESF 6 support agencies will notify their local representatives to report to the appropriate locations as designated in local plans.
8. Upon notification by FEMA, the ARC Vice President, Chapter Operations, will report to the FEMA Emergency Information and Coordination Center (EICC) for an initial meeting of the Catastrophic Disaster Response Group (CDRG), and be available as necessary for the duration of the initial response period.

## **B. Organization**

1. National Level Response Support Structure
  - a. The national ESF will operate under the direction of the Vice President, Chapter Operations of the ARC at National Headquarters in Washington, D. C. The ARC National Headquarters will provide administrative support to the national ESF 6.
  - b. The Vice President, Chapter Operations of ARC will represent ESF 6 as a member of the CDRG.
  - c. The Disaster Command Operations Center will be activated at ARC National Headquarters under the direction of the Vice President, Disaster Services.
  - d. Representatives of agencies designated to support ESF 6 will be available on a 24-hour basis for the duration of the emergency response period.
2. State-Level Response Structure
  - a. The state-level response structure is initially composed of representatives at the FEMA Region X Regional Response Center (ROC) and representatives on the Emergency Response Team A (ERT-A) element. When fully operational, the state-level response structure includes the state DFO element and the state EOC.

- b. The state EOC will coordinate federal resources to support mass care response activities. This element will channel requests for assistance to the ARC relief operation and other voluntary agencies for action and exchange information with these organizations.
- c. Full time liaisons from support agencies will be available to the state ESF 6 units at the DFO, as necessary, and available on a 24-hour basis for the duration of the event.
- d. Liaisons with other ESFs will be identified and deployed by the state ESF 6 DFO element. Public Affairs and Congressional Affairs liaisons will be identified and deployed.

### **C. Procedures**

Disaster services will be in accordance with the state EMD Emergency Operations Plan (EOP).

### **D. Mitigation Activities**

#### **1. Primary Agency**

**Washington Military Department, Emergency Management Division**

None.

#### **2. Support Agencies**

**Washington State Department of General Administration, American Red Cross, and Washington Volunteer Organizations Active in Disasters**

None.

### **E. Preparedness Activities**

#### **1. Primary Agency**

**Washington Military Department, Emergency Management Division**

Coordinates planned response and recovery activities with appropriate support agencies.

#### **2. Support Agencies**

##### **a. Washington State Department of General Administration**

- (1) Identifies sources of federally-owned surplus foods.

- (2) Identifies and inventories state assets such as cots, blankets, and sleeping bags for use in shelters.

**b. American Red Cross and Washington Volunteer Organizations Active In Disasters**

Coordinate planned response and recovery activities in accordance with directives.

**F. Response Activities**

**1. Primary Agency**

**a. Washington State Military Department, Emergency Management Division**

- (1) Provides space in the state EOC to the ARC and WAVOAD representatives.
- (2) Coordinates mass care activities with support agencies and volunteer organizations.

**2. Support Agencies**

**a. Washington State Department of General Administration**

- (1) Provides food supplies to the emergency or disaster area.
- (2) Provides state assets such as cots, blankets, and sleeping bags, as requested.

**b. American Red Cross, National Headquarters**

- (1) Deploys representatives to the FEMA ROC and ERT-A.
- (2) Activates the Disaster Command Operations Center at Falls Church, Virginia within two hours of notification.
- (3) Convenes the national ESF 6 at ARC National Headquarters.
- (4) Assesses:
  - (a) Areas where emergency sheltering and feeding responses are needed.
  - (b) Where problems may exist in using predesignated shelter facilities based on available damage information.



- (c) Adequacy of food and water supplies for implementation of initial mass care activity.
- (d) Need for immediate deployment of additional personnel from outside the affected area.
- (e) Communication needs for mass care operations.
- (f) Needs and availability of transportation and access to the event area.
- (g) Plans for activation of the DWI System and for informing the general public of the service.
- (h) Anticipates level of response by ARC chapters and others during the first few days.
- (i) Anticipates regional response capability and the availability of state and local jurisdiction resources in the affected area.

**c. American Red Cross, State Headquarters**

- (1) Coordinates required mass care services.
- (2) Provides meals at fixed feeding locations and provides mobile feeding, as required.
- (3) Coordinates emergency first aid services in shelters, fixed feeding sites, and emergency first aid stations.
- (4) Coordinates potable water and ice.
- (5) Coordinates bulk emergency relief items, as needed.
- (6) Coordinates and operates DWI services.
- (7) Coordinates shelters, feeding units, emergency first aid stations, and the DWI operation.
- (8) Coordinates transportation and needed supplies.
- (9) Coordinates communications between shelters, feeding units, emergency first aid stations, and relief operation locations.
- (10) Maintains contact with the ARC representative in the state EOC.

- (11) Evaluates the mass care needs and makes recommendations to ARC National Headquarters for the allocation of resources.
- (12) Makes recommendations to the State Coordinating Officer (SCO)/Federal Coordinating Officer (FCO), or the CDRG for the establishment of priorities.
- (13) Evaluates support requirements received from the state EOC, other voluntary agencies, the FCO, or the CDRG.

**d. Washington Volunteer Organizations Active In Disasters**

Support response activities consistent with the mission and capabilities.

**G. Recovery Activities**

**1. Primary Agency**

**Washington State Military Department - Emergency Management Division**

Supports recovery activities consistent with the mission and capabilities.

**2. Support Agencies**

**Washington State Department of General Administration, American Red Cross, and Washington Volunteer Organizations Active In Disasters**

Supports recovery activities consistent with the mission and capabilities.

**V. RESPONSIBILITIES**

**A. Primary Agency**

**Washington Military Department, Emergency Management Division**

Supports and coordinates efforts of support agencies and volunteer organizations to provide mass care.

**B. Support Agencies**

**Washington State Department of General Administration, American Red Cross, Washington Volunteer Organizations Active In Disasters**

Supports EMD in the accomplishment of ESF 6.

## **VI. RESOURCE REQUIREMENTS**

- A. The state will provide space, telephones, and limited administrative support at the state EOC.
- B. The support agencies will provide representatives, on a 24-hour basis, to the state and local activities.
- C. Resources which may have to be mobilized in support of state and local mass care activities include the transportation of cots and blankets, air mattresses, sleeping bags, portable toilets, water containers, cooking equipment, registration forms, first aid and shelter medical supplies, vehicles for transport of personnel and supplies, comfort and cleanup kits, portable lamps, generators, fans, office supplies, and tables and chairs. Many of these supplies will already be in shelter locations or can be obtained through normal supply channels.
- D. Agencies are responsible for their own transportation.
- E. Available undamaged facilities may have to be augmented by tents, paradomes, mobile homes, and railroad cars, from outside the area.
- F. Personnel resources will include ARC and WAVOAD staff, volunteers such as members of National Volunteer Organizations Active in Disasters (NVOAD), veterans groups, labor unions, scouting organizations, professional associations, and private organizations with whom WAVOAD and/or the ARC has agreements. Specially skilled individuals will be identified from among these groups.

## **VII. REFERENCES**

- A. EMD EOP and Procedures.
- B. American Red Cross Board of Governor's Disaster Services Policy Statements.
- C. American Red Cross Disaster Services Regulations and Procedures (ARC 3000 Series).

## **VIII. DEFINITIONS AND ACRONYMS**

None.